

State of Connecticut General Assembly



Interagency Task Force on Trafficking in Persons

Senator Andrea L. Stillman, Chair

Report Prepared by the Permanent Commission
on the Status of Women

Final Report
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Introduction

What is Human Trafficking?

The definition of human trafficking found in S.A. 04-8, An Act Establishing an Interagency Task Force on Trafficking in Persons, and used by the Task Force as a basis for its research is:

... all acts involved in the recruitment, abduction, transport, harboring, transfer, sale or receipt of persons, within national or across international borders, through force, coercion, fraud or deception, to place persons in situations of slavery or slavery-like conditions, forced labor or services, such as forced prostitution or sexual services, domestic servitude, bonded sweatshop labor or other debt bondage.

While the Task Force was established to study the problem of human trafficking in Connecticut, members did review national and international trafficking data as a starting point. According to the 2005 Trafficking in Persons Report produced by the U.S. Department of State, between 600,000 and 800,000 men, women and children are trafficked across international borders each year.¹ Of that number, it is estimated that 80% of the victims are female and up to 50% are children.² Hundreds of thousands of these women and children are used in forced prostitution each year.³ Approximately 14,500 – 17,500 people are trafficked into the U.S. each year.⁴ Since January 2001, the Department of Justice has opened over 400 investigations and prosecuted 215 traffickers.⁵

Nature and Extent of Human Trafficking in Connecticut

The federal government has recognized that the United States is a “destination country” for traffickers. However, human trafficking is not a problem isolated to states with “major” U.S. cities. Connecticut possesses many attributes that make it an attractive location for traffickers. There are two interstate highways running between Boston and New York City, both prime locations for trafficking, as well as an international airport. There are also three marine ports on Long Island Sound which could be utilized by traffickers.

Human trafficking can take a number of forms, including forced labor and forced prostitution. Traffickers exploiting women and children for sex often use “fronts” for their illegal activity. Massage parlors and strip clubs will frequently be sites where trafficking victims are brought. Brothels also play a major role in the crime of sex trafficking and can be found in some of the most ordinary residential neighborhoods. Although there is very little data regarding employment issues, there are anecdotal reports that a number of undocumented

¹ U.S. Department of State. *Trafficking in Persons Report*, Publication 11252, June 2005, p. 6.

² Ibid, p. 19.

³ Ibid.

⁴ U.S. Department of State. *Trafficking in Persons Report*, 2004.

⁵ Department of Justice. “Garment Factory Owner Sentenced to 40 Years For Human Trafficking,” 6.23.05

workers are the victims of non-sexual forced labor. The Connecticut Department of Labor has encountered a few cases over the years which meet the characteristics of trafficking. According to a report by the U.S. Department of State, human trafficking results in consequences for both the victims and the surrounding community, including child exploitation, public health problems and depressed wages.⁶

Determining the extent of human trafficking in Connecticut and its impact on our residents and communities has been one of the biggest challenges that the Task Force has faced. The Task Force has relied on informal reports from service providers and law enforcement personnel to form a preliminary picture of what is occurring in Connecticut. There is a federal anti-trafficking law that can be utilized for a federal prosecution in the state. There are many state laws that criminalize various activities germane to trafficking, including kidnapping, promoting prostitution and racketeering. In addition, state labor laws on wages and working conditions provide civil and criminal penalties.

However, there is no statute specifically defining and criminalizing human trafficking in state law. A state statute would enable Connecticut law enforcement and victim services groups to better identify and respond to a type of crime that by its nature is organized, secretive, and of an ongoing nature.

There is anecdotal evidence that traffickers are transporting victims back and forth between southwestern Connecticut and New York City. This is as a method of keeping their victims disoriented, so they do not become comfortable and familiar enough with their surroundings to seek help. New York City has one of the highest rates of human trafficking incidents in the U.S. with JFK International Airport being a major point of entry.⁷ Members of the Task Force living in the southwestern region of the state have heard informal reports of incidents involving vans with New York license plates dropping large numbers of women off in Stamford, Bridgeport and other parts of the state. Danbury, Brookfield and the areas surrounding the casinos are also areas of suspected trafficking. Members of the Task Force providing services to immigrants have encountered alleged trafficking victims. They have also heard reports of criminal networks operating throughout New Jersey, Pennsylvania, New York and Connecticut. Additionally, sexual assault crisis counselors skilled in asking the victim the right questions believe that they have encountered trafficking victims.

It may be difficult to accept the fact that human trafficking, a form of modern-day slavery, is occurring anywhere within the U.S., and it may be particularly difficult to accept its presence in Connecticut. But human trafficking is organized, underground crime, and is not as easily visible or detectable as other types of crime. The following report summarizes the work of the Task Force, including recommendations for what needs to be studied further and final

⁶ Ibid.

⁷ Richard, Anne O. International Trafficking in Women to the United States: A Contemporary Manifestation of Slavery and Organized Crime. Central Intelligence Agency. November 1999.

recommendations for strengthening law enforcement and helping the victims of human trafficking in Connecticut.

Our Response in Connecticut

In March 2003, then-Representative Andrea L. Stillman hosted a briefing regarding the trafficking of women and children presented by Dr. Leslie R. Wolfe, President, Center for Women Policy Studies. Later that same year, then-Representative Stillman convened a Legislative Study Committee to further explore the nature and extent of human trafficking in Connecticut. The Study Committee met several times and heard from both local and national experts in the area of human trafficking. In February 2004, the Legislative Study Committee presented its final recommendations to the CT General Assembly. The Legislative Study Committee determined that more information was needed about human trafficking in May 2004, the CT General Assembly adopted Special Act 04-8, An Act Establishing An Interagency Task Force on Trafficking in Persons.

The CT Interagency Task Force on Trafficking in Persons officially convened on October 1, 2004 and then-Representative Andrea L. Stillman was elected Chair shortly thereafter (she has since been elected as a Senator). The Permanent Commission on the Status of Women (PCSW), a non-partisan, legislative commission of the Connecticut General Assembly provided staff support to the Task Force. The Task Force met ten times prior to making its final recommendations. The Task Force includes elected officials, law enforcement officials, leaders of state agencies, community-based advocates, and providers of services to victims. The goals of the Task Force as mandated by S.A. 04-8 are as follows⁸:

1. Collect and organize data on the nature and extent of human trafficking in Connecticut.
2. Investigate collaborative models for protecting victims of trafficking.
3. Measure and evaluate the progress of the state in preventing trafficking, protecting victims, and prosecuting traffickers.
4. Identify available federal, state and local programs that provide services to victims of trafficking.
5. Evaluate approaches to increase public awareness of trafficking.
6. Analyze existing state criminal statutes for their adequacy in addressing trafficking.
7. Consult with governmental and nongovernmental organizations in developing recommendations to strengthen state and local efforts to prevent trafficking, protect and assist victims of trafficking, and prosecute traffickers.

⁸ In addition, the Task Force analyzed existing state labor laws on wages and working conditions that provide civil and criminal penalties.

Two Committees, the Enforcement Committee and the Victim Services Committee, were formed to look more closely at these specific aspects of human trafficking. Full reports of their work are provided beginning on page 13.

Final Recommendations

The following are the six recommendations proposed by the Interagency Task Force on Trafficking in Persons:

1. Enact a state-level anti-trafficking statute.

Following an analysis of existing criminal statutes, Task Force members determined that Connecticut would benefit from a state-level anti-trafficking law. While there are currently statutes within the Connecticut penal code that address aspects of human trafficking such as kidnapping, sexual assault, and prostitution, and state labor laws on wages and working conditions that provide civil and criminal penalties, the state's ability to investigate and prosecute traffickers would be strengthened by a statute that specifically defines and criminalizes human trafficking. Such a statute will provide an opportunity for state and local law enforcement personnel to be trained on the issue of identification, detection and prosecution. Additionally, a state-level anti-trafficking law would allow a victim to bring a private right of action to recover damages. A state law prohibiting human trafficking will also allow law enforcement agencies to collect data and analyze trends. A proposed statute is included in this report as Appendix B.

2. Increase public awareness.

Public awareness is an important part of an over-all strategy to identify and prosecute traffickers and to identify and assist victims of trafficking. Task Force members have developed a plan for increasing public awareness. This plan can be found on page 22.

3. Provide funding to service providers who assist victims.

Adequate funding will be essential to properly assist victims of human trafficking. This funding would be used for two main aspects of victim assistance:

- High Security Shelter – Victims of human trafficking will require housing while they recover and begin their reintegration into society. However, as mentioned above, traffickers are often part of organized criminal groups and are highly motivated to find their victims. Victims, shelter residents and shelter staff will need to be protected from this level of criminal activity. Therefore, more high security shelter services will be needed.
- Reintegration of Victims – Victims of human trafficking will require a great deal of assistance with their reintegration into society. At a minimum,

- their needs will include: crisis counseling, legal assistance, medical care, housing, job training, and, in some cases, ESL classes.
- Statewide Hotline – A statewide hotline for trafficking victims should be considered.

4. Train law enforcement and social service providers.

Training for all professionals within the criminal justice system, including police, judges, prosecutors, public defenders, as well as social service providers with both the state and non-governmental organizations, and health care providers is needed to strengthen prevention, detection and prosecution of human trafficking in Connecticut. An initial proposal for education and training for law enforcement can be found on page 14.

5. Data collection and analysis system

Enact a statute and/or regulations to require state and local law enforcement agencies to collect and report data on arrests and prosecutions for violations of a state anti-trafficking statute, once such a statute is enacted. These data will assist in analyzing the prevalence of trafficking in Connecticut and will aid in developing methods of prevention and planning for services to victims. Currently, the state has no method for gathering statistics on human trafficking and its victims. These data should be forwarded to the Interagency Task Force on Trafficking in Persons, the Judiciary and Public Safety & Security Committees of the General Assembly, and the Governor.

6. On-going Interagency Task Force on Trafficking in Persons

An on-going Task Force will allow for continued collaboration and progress, including but not limited to the development of legislation to address victim services. As more people are trained to identify victims of human trafficking, a continued plan will be needed to ensure the victim's safety and recovery. Task Force members should continue to include state elected officials, representatives from all state law enforcement agencies, local police, state agencies that provide services, non-governmental service providers, and advocates for immigrant and refugee communities. A proposed statute is included in this report as Appendix C.

Committee Reports

The Enforcement Committee and the Victim Services Committee were formed to allow members of the Task Force to focus on the areas in which they had expertise. The Enforcement Committee concentrated on the adequacy of current Connecticut laws to address the crime of human trafficking and drafted a state statute. This Committee also examined the need for training of law enforcement personnel. The Victim Services Committee concentrated on specific characteristics and needs of trafficking victims, as well as public awareness and victim outreach. This Committee also examined victim services currently available within the state to determine their adequacy for effectively aiding trafficking victims. Both Committees discussed ways to increase coordination among all levels of law enforcement, state agencies and community organizations.

Enforcement Committee Report

Richard Kehoe, Special Counsel to the Attorney General chaired the Enforcement Committee. Committee members include: Deborah Breck, Pullman & Comley; Major Thomas Davoren, CT State Police; Leslie Gabel-Brett, Permanent Commission on the Status of Women; Chief Nicholas Guerriero, Winsted Police Department and the CT Police Chiefs Association; Kara Hart, Greater Hartford Legal Aid; Alison Hilding, Commission on Children; John A. McCarthy, CT Department of Labor; Renee Redman, International Institute of Connecticut; Judith Rossi, Office of the Chief State's Attorney; and Deborah Del Prete Sullivan, Office of the Chief Public Defender.

The Enforcement Committee discussed the following issues:

- Adequacy of state law to deter human trafficking
- Need for training of law enforcement personnel and prosecutors
- Coordination among all levels of law enforcement
- Coordination between law enforcement and victim services

Adequacy of state law to deter human trafficking

The Enforcement Committee has determined that current criminal statutes should be strengthened to specifically define human trafficking as a Class B felony. There are already sections of the criminal statutes that deal with various aspects of human trafficking, such as kidnapping, sexual assault and prostitution. By instituting a state-level anti-trafficking law, traffickers can be identified, properly punished and required to provide restitution. Furthermore, a state-level anti-trafficking law will aid in data collection, as the state currently does not have a system for tracking this crime. In addition, the committee determined the need for state civil action, through the Labor Commissioner and the Attorney General, against the traffickers and those who benefit from the trafficking. Finally, the statutes need to promote a private right of action to victims of trafficking and training for law enforcement agencies and victim service providers. A proposed statute is included in this report as Appendix B.

Need for training of law enforcement personnel and prosecutors

While the majority of trafficking cases will ultimately be handled by federal prosecutors, Connecticut state and local police will be the ones who first encounter most trafficking situations. Knowing what to look for and when to intervene is essential for dealing with this complex crime. A state-level anti-trafficking law will give state and local law enforcement guidance and education on trafficking. The training and awareness that accompany a state-level law will be invaluable in the detection of human trafficking. The proposed law, in Appendix B, includes a section requiring training and funding.

Coordination among all levels of law enforcement

Effective monitoring and enforcement of trafficking in Connecticut requires coordination between federal, state and local law enforcement officials. State and local law enforcement are the most likely to detect trafficking because trafficking is often part of a larger criminal enterprise. Yet, federal law enforcement may be more effective because they have greater resources such as personnel and investigatory tools, and they have existing coordinating relationships with the immigration/deportation authority and federal and international intelligence agencies.

Currently, the United States Attorney's office has established a trafficking task force consisting of that office and members of the state police and several larger local police departments. This federal task force meets every two to three months and members coordinate efforts on a case-by-case basis. The U.S. Attorney's office also provides training to state and local police departments on trafficking.

More information should be provided to state and local police chiefs on trafficking as a first step. Then, some formal training, which could be provided via the U.S. Attorney's office, should be provided to selected vice and organized crime personnel within the state and local police departments. This training should be optional and not required. After two years of such training and information-sharing, there should be an evaluation of the effectiveness of the training process.

Victim Services Committee Report

Lisa Holden, Executive Director of the CT Coalition Against Domestic Violence chaired the Victim Services Committee. Committee members include: Gayle Brooks, Department of Children and Families; Cinda Cash, CT Women's Consortium; Major Thomas Davoren, CT State Police; Leslie Gabel-Brett, Permanent Commission on the Status of Women; Sylvia Gafford-Alexander, Department of Social Services; Joyce Hamilton, DemocracyWorks; Nancy Kushins, CT Sexual Assault Crisis Services; Jeanne Milstein, Child Advocate; Barbara Pickett, Department of Public Health; Shyamala Raman, Saint Joseph College; Renee Redman, International Institute; Judith Rossi, Office of the Chief State's Attorney; and Deborah Del Prete Sullivan, Office of the Chief Public Defender.

The Victim Services Committee discussed the following:

- Barriers to Detection and Intervention
- Needs of Trafficking Victims
- Victim Services Currently Available in Connecticut
- Outreach and Public Awareness
- Coordination with Law Enforcement

Barriers to Detection and Intervention

The Victim Services Committee had the difficult task of determining the characteristics of trafficking victims in Connecticut and the situations in which they are found. While no two cases or victims are alike, members attempted to provide a comprehensive picture of human trafficking victims. Committee members brought with them expertise in assisting victims of domestic violence and sexual assault, as well as people living in poverty. Characteristics of such victims will be found in victims of human trafficking. However, through discussions with national experts and advocates, the Committee determined that trafficking victims bring with them several distinctive traits that are not typical of domestic violence and sexual assault victims. They are summarized below:

- Fear of Law Enforcement and Distrust of Government

Distrust of law enforcement and government is a major roadblock to obtaining information from a trafficking victim, who will often deny being a victim. Traffickers typically threaten their victims with deportation or jail because they are involved in illegal activity. Additionally, many victims come from countries in which law enforcement cooperated with traffickers and assisted in the removal of victims from the country. If the police were unwilling to help in their country of origin, trafficking victims will have no reason to believe that they are a source of safety in the U.S. Another reason that victims do not readily provide information is fear of retribution from the traffickers against themselves or their family members. Traffickers often use the threat of harming a victim's family members back home in order to gain victim compliance. Such justifiable resistance to admit to being trafficked often leaves victims without the necessary services and susceptible to further harm.

- Organized Crime

Another barrier facing both law enforcement personnel and victim service providers is the level of crime behind human trafficking. Traffickers are often part of large criminal networks with vast financial resources. This not only makes detection incredibly complex, but it also leads to concerns among service providers. Traffickers are highly motivated to keep their victims working for them and prevent them from providing information to law enforcement. There is little they will not do to find a victim who has escaped. This makes housing trafficking victims problematic for most shelter providers. Domestic violence shelters are equipped and prepared to protect victims from a batterer, but they are not typically prepared to deal with the skill and determination of organized criminals. Through discussions with national experts and advocates, Committee members found that some areas use secure facilities to house trafficking victims. However, the length of shelter stays is another concern for service providers as

some states have reported an average shelter stay for trafficking victims of 12 months.⁹

- **Language Barriers**

Language is another barrier when dealing with human trafficking. Because human trafficking is a global crime, there is potential to see victims from all areas of the world. Since many victims are from other countries and do not speak English, they feel helpless and do not know how to find help. If trafficking victims are found by law enforcement, they often have problems communicating. Additionally, service providers often do not speak the languages of those they are assisting. Translators can be difficult to find for some languages that are uncommon in the U.S. Victims will have no knowledge of their legal rights or what services are available in this country, and without proper translation services, they will not be able to receive this information.

Needs of Trafficking Victims

As human trafficking is a global problem and the U.S. is a “destination country,” service providers in this country must be prepared to deal with victims from several different cultures. Cultural competency will be vital to successful intervention and reintegration of trafficking victims into society. Victims coming from different cultures will have different needs that, if not acknowledged, will lead to further victimization. While it may be difficult to have culture-specific services for all victims, service providers will need to do their best to be attentive to the varying needs of their clients.

Due to the severity of this crime and the level of emotional and physical abuse that most victims experience, they will, in the majority of cases, need long-term assistance. Assistance will range from shelter, to care for trauma, mental and physical health problems, to legal needs and ESL classes. Reintegrating victims into society will undoubtedly be a lengthy process. Giving these men and women enough time to regain control of their lives and develop the necessary skills to function in society will be crucial to preventing them from further exploitation by traffickers. Furthermore, child victims will require even greater levels of assistance as the trauma is only magnified at such a young age. Children must be given enhanced protection and stability to keep them out of the grip of traffickers.

Victim Services Currently Available in Connecticut

As stated above, many characteristics of trafficking victims are similar to those found in both domestic violence and sexual assault victims. Staff members of the Connecticut Coalition Against Domestic Violence and the Connecticut Sexual Assault Crisis Services, as well as their shelters and member centers, have the knowledge and expertise in dealing with assault victims that can be adapted to assisting trafficking victims. However, at this time, Committee members feel the current shelter system for domestic violence and sexual assault victims is

⁹ Personal communication between Lisa Holden and a member of the Florida Coalition Against Domestic Violence Human Trafficking Advisory Board.

inadequate to respond to or house trafficking victims. This is due to the involvement of organized crime with human trafficking and the risk it poses to shelter staff and residents faced with housing trafficking victims. Furthermore, many domestic violence shelters in the state have concerns about insufficient levels of staff.

Insufficient funding of domestic violence and sexual assault programs in Connecticut also presents an obstacle for providing services to trafficking victims. As federal and state funds for these programs decrease, and domestic and sexual violence against women increases, domestic violence and sexual assault programs struggle to meet the needs of the victims that they are already serving. Adding trafficking victims and their additional needs to the list of people requiring services could be very difficult for these programs.

Because community-based programs may not have the needed resources, the state-funded Witness Protection Program and the federally funded Department of Health and Human Services programs may be the most viable victim services currently available. However, Committee members are concerned that the requirement for victims to cooperate with both state and federal investigations and prosecution in order to be eligible for such services will re-victimize these women, men and children. As mentioned above, trafficking victims suffer a great deal of psychological trauma at the hands of traffickers and develop a significant fear of them. Also, as stated above, trafficking victims are often distrustful and fearful of law enforcement personnel. These fears may hinder or significantly delay a victim's cooperation with law enforcement personnel. This does not come from a disinterest in seeing the trafficker prosecuted, but from a justifiable fear of retribution. If the victim assistance programs that are available all require the victim to cooperate with law enforcement to receive services, many victims may go without the necessary assistance. The Committee recommends that this problem be further examined and remedied.

The Victim Services Committee recommends that it continue to work together to analyze the issues and concerns discussed above in order to develop a model to provide victim services in Connecticut. A proposed statute is included in this report as Appendix C.

Available state, local and federal programs for victims of trafficking are discussed further beginning on page 23.

Outreach and Public Awareness

Outreach to victims will be challenging as human trafficking is an "underground" crime and victims are not always given access to public places and media. Possible sources of outreach will include community centers, agencies and organizations that provide immigration and refugee services, and faith-based institutions. Walk-in medical clinics and emergency rooms will also be possible sources of outreach. These are all places where victims may be allowed to go and that provide opportunities for victims to build trusting

relationships with staff. It will be critical to target these types of agencies and organizations with public awareness and training programs.

The Victim Services Committee developed a needs assessment survey that was distributed to over 500 social service, immigration service and faith-based organizations. The overwhelming response from the survey is that there needs to be a large-scale public awareness campaign within Connecticut. This will provide residents with knowledge of what human trafficking is and what to look for. As stated above, trafficking victims are typically unable to come forward on their own to get help, be it due to language barriers, fear or captivity. It will be important for service providers, including health, social, legal and faith-based, to know what to look for and what questions to ask. Suggested methods for training and public awareness are discussed beginning on page 22.

Coordination Among Law Enforcement and Victim Services Providers

Members of the Victim Services Committee stressed the necessity of coordination among social service providers and law enforcement. Coordination and cooperation will be essential to properly protect and assist trafficking victims. Coordination will be achieved through proper training for both law enforcement personnel and social service providers. Law enforcement personnel will need to be trained to immediately contact social service providers to assist the victim. A statewide hotline for trafficking victims should be considered.

Where Connecticut Stands

Special Act 04-8 required the Task Force to address the following¹⁰:

1. Collect and organize data on the nature and extent of trafficking in persons in the state;
2. Investigate collaborative models for protecting victims of trafficking;
3. Measure and evaluate the progress of the state in (A) preventing trafficking, (B) protecting and providing assistance to victims, and (C) prosecuting persons engaged in trafficking;
4. Identify available federal, state and local programs that provide services to victims of trafficking that include, but are not limited to, health care, human services, housing, education, legal assistance, job training or preparation, interpreting services, English as a second language classes, voluntary repatriation and victim's compensation;
5. Evaluate approaches to increase public awareness of trafficking;
6. Analyze existing state criminal statutes for their adequacy in addressing trafficking and, if such analysis determines that those statutes are inadequate, recommend revisions to those statutes or the enactment of new statutes that specifically define and address trafficking; and
7. Consult with governmental and nongovernmental organizations in developing recommendations to strengthen state and local efforts to prevent trafficking, protect and assist victims of trafficking and prosecute traffickers.

The adequacy of existing state civil and criminal statutes is addressed in both the Enforcement Committee Report and the Final Recommendations, which are contained in a separate section. Below are the findings of the Task Force with respect to the remaining mandates of S.A. 04-8.

Nature and Extent of Trafficking in Connecticut

See the relevant section in the Introduction on page 7.

Collaborative Models for Protecting Victims

Collaboration between law enforcement and social service providers will be critical throughout criminal investigation and prosecution, as well as throughout the lengthy process of reintegrating the victim into society. The two sections below describe the elements of collaboration needed to protect the safety of victims and enhance criminal investigations.

¹⁰ In addition, the Task Force analyzed existing state labor laws on wages and working conditions that provide civil and criminal penalties.

Keeping the Victim Safe

The first thing that a victim of human trafficking will need is assistance from social service providers. This will often include shelter and attention to both physical and mental health needs. It is this type of assistance that strengthens the will of victims and will be valuable to law enforcement personnel when they are investigating and prosecuting a crime. When law enforcement personnel are the first to intervene in a trafficking situation they will need to have connections with social service providers and know to call them for assistance. Currently, state and local law enforcement have a good working relationship with the Connecticut Coalition Against Domestic Violence and the CT Sexual Assault Crisis Services and are able to collaborate in such situations to keep the victim safe.

Ensuring the safety of a human trafficking victim will require attention to the unique characteristics of this crime. As stated above, the dangers associated with organized crime are beyond the capabilities of most service providers. Without good communication between law enforcement personnel and service providers, both the victim's safety and the service provider's safety will be at risk. The Task Force investigated one successful model, Safe Horizon, a nonprofit victim assistance, advocacy and violence prevention program that collaborates with New York City police officers to provide services to over 350,000 New Yorkers. It is recommended that the Task Force evaluate additional models.

The Criminal Investigation

Trafficking victims suffer severe emotional and often physical trauma while under a trafficker's control. Many trafficking victims come from countries where they do not trust law enforcement and therefore are much less likely to trust law enforcement in this country. Many perpetrators capitalize on the victims' mistrust of law enforcement by threatening to report the victims and instilling the fear that the victims will be arrested and deported for being in the U.S. illegally and participating in illegal acts. This causes victims to withhold information when being interviewed by law enforcement personnel. It may sometimes take months before a victim will admit to being trafficked. This is an understandably frustrating situation for law enforcement personnel who are looking for quick information that will lead to the arrest and prosecution of an alleged offender. In addition, some trafficking victims may be arrested for prostitution and other offenses. In such cases, the Constitutional rights of a victim cannot be ignored, including the right to counsel and the right to protection against self-incrimination.

The U.S. Attorney's Office for the District of Connecticut has begun to utilize lawyers and social workers from nonprofit agencies during questioning and have had successful results such as a decrease in the length of time it takes a victim to provide information. Social workers are trained to put victims at ease and have the ability to calm a trafficking victim's fear of law enforcement. Their presence and demeanor reassure victims that they are in a safe place. This may allow the victim to trust and provide information to law enforcement personnel.

Law enforcement personnel also need to rely on interpreters to assist with many of their investigations. Some experts have warned against using translators from the same community in which the victim was found, as there have been instances when the interpreter was involved in the trafficking. This will require law enforcement agencies to maintain communication with groups that provide services to immigrant communities and can assist with finding qualified and reliable interpreters. The U.S. Attorney's Office for the District of Connecticut has cooperated in this manner with the International Institute of Connecticut.

Progress

Progress has been made over the past two years regarding human trafficking in Connecticut through the work of this Task Force and the Legislative Study Committee that preceded it. Specific areas of progress have included:

- Increased collaboration that resulted in securing federal grant funds
- Raising public awareness

Increased Collaboration and the Department of Justice Grants

As previously noted, there has been a significant increase in collaboration among law enforcement agencies at all levels, as well as between law enforcement agencies and service providers. For example, the Department of Public Safety worked closely with the U.S. Attorney's Office for the District of Connecticut to secure a federal grant in the amount of \$448,983.00 over three years provided by the U.S. Department of Justice to be used for investigative purposes and training. Both DPS and the U.S. Attorney's Office also worked with the International Institute of Connecticut and the Connecticut Coalition Against Domestic Violence to apply for another grant in the amount of approximately \$500,000.00 over three years offered by the U.S. Department of Justice for victim assistance. This entailed formulating a strategy to collectively reach and assist victims.

Raising Public Awareness

Raising public awareness is an important part of an over-all strategy to identify and prosecute traffickers and to identify and assist victims of trafficking. Through participation in this Task Force, members have made this issue a priority in the work that they do. This has led to both formal and informal discussions about human trafficking with people across the state. Furthermore, most Task Force meetings were covered by CT-N, which brought additional exposure to this issue.

The public presentations that have been made include:

- 5 PCSW Congressional District Advisory Councils; 10/04 – 11/04
- CT Healthy Mothers, Healthy Babies; 12/9/04
- University of Connecticut Radio Show; 12/11/04
- Human Trafficking Conference, Saint Joseph College; 1/25/05

- Southern CT State University, graduate class; 2/24/05
- Hall High School, West Hartford, Lecture to the class on Human Rights; 3/10/05
- Cable television show, “21st Century Conversations”; 3/17/05
- University of Connecticut, undergraduate class; 4/11/05
- Agora Franciscan Urban Ministry; 4/21/05
- Statewide Conference: The Criminal Justice Response to Domestic Violence, Connecticut’s Past, Present and Future; 5/4 - 5/5/05
- “Caritas” Conference, Saint Joseph College; 5/6/05
- CREC Summer Institute for International Studies, Saint Joseph College; 7/20/05
- American Association of University Women National Conference; Washington D.C.; 6/24 – 6/28/05
- National Conference of State Legislatures’ Annual Meeting; Seattle, WA; 8/16 – 8/20/05
- Human Trafficking, Western CT State University, 9/26/05
- Symposium on Human Trafficking, St. Joseph College, 9/28-9/29/05
- North American Consortium for Nursing and Allied Health Conference, Brookdale Campus of Hunter College; 11/19/05
- Metropolitan Learning Center for Global and International Studies, Bloomfield; 12/14/05

Progress Still Needed

The first two years of work around the issue of human trafficking in Connecticut has generated progress, but has also demonstrated the need for more work. Public education is needed on a larger scale that must include more targeted outreach to the places where victims might seek help. Training is needed for all professionals within the criminal justice system, including the police, judges, prosecutors and public defenders. Social service and health care providers will also need training to recognize human trafficking and learn “best practices” for assisting victims. Adequate funding will be critical to maintain the level of progress that has been made over the past two years. Finally, the Connecticut General Assembly will consider a proposal to strengthen our criminal statutes with respect to human trafficking.

Public Awareness and Training

Public awareness will lead to an increase in the number of identified trafficking victims and will help those victims receive the benefits and services needed to live safely in the U.S. The first phase of a public awareness campaign should target health care providers, social service organizations and the law enforcement community because these individuals are more likely to encounter victims on a daily basis, and they may be the only outsiders with the chance to reach out and help victims. By initially educating health care providers, social service organizations and the law enforcement community about the issue of human trafficking, people who may be the first to encounter a trafficked victim will be trained to look beneath the surface by recognizing clues and asking the right questions because they may be the only outsiders with the chance to reach out and help victims.

A multidisciplinary coordinated community response (CCR) is one of the best ways for communities to respond to help victims of trafficking. Developing a community response to human trafficking will require the collaboration of many persons, agencies and organizations. State agencies and community based organizations that may come in contact with trafficked victims should provide the following services and/or resources:

- Include information about trafficking, its victims and perpetrators in organization newsletters, on websites and through other communication vehicles.
- Provide orientation and training sessions, or collaborate with other organizations, including nonprofits, to host informational forums.
- Request and disseminate, both internally and in appropriate public places, posters, brochures and other materials that are produced and distributed by the U.S. Department of Health and Human Services.
- To the extent possible produce and obtain materials in additional languages as needed.

Available State, Local & Federal Programs that Provide Victim Assistance

The following are state, local and federal programs available for victims of human trafficking:

State

- **Witness Protection Program** – This is a program run by the Office of the Chief State’s Attorney. The Chief State’s Attorney must certify a witness before they can participate in this program and the witness must cooperate with authorities, which usually involves providing a statement. The program offers assistance with food, medical needs and social service connections. Witnesses may be provided with temporary housing, typically at a motel. Twenty-four hour police security is available, but temporary housing is usually unsupervised. This program does provide funding to help relocate witnesses both in and out of state. Also, if the witness gets a job, the program can assist with permanent housing by providing a security deposit and the first month’s rent.
- **Office of the Child Advocate** – The Child Advocate has the authority to initiate or intervene in court cases on behalf of child victims of trafficking. Staff will ensure that the child has access to the necessary social services.
- **Division of Public Defender Services (DPDS)** – DPDS provides legal representation to indigent persons charged with criminal offenses. Social workers employed by DPDS can assist those victims of trafficking who may be charged with violating state laws to access other state services.

- Department of Labor (DOL) – DOL investigates and facilitates enforcement of civil and criminal penalties regarding violations of state labor laws on wages and working conditions.
- State Agencies – There are several state agencies that are mandated to assist with the social well being of people in Connecticut. These agencies include:
 - Department of Social Services (DSS) – DSS provides funding for domestic violence and homeless shelters, as well as several other community-based organizations that assist people living in poverty.
 - Department of Public Health (DPH) – DPH provides funding for several services that could be utilized by trafficking victims, including: the CT Coalition Against Domestic Violence, CT Sexual Assault Crisis Services, local community health centers, and clinics that provide testing for sexually transmitted diseases.
 - Department of Children & Families (DCF) – DCF is mandated to intervene in matters involving child welfare and could provide assistance to child victims of trafficking.
 - Office of Victim Services (OVS) - OVS provides the following services and programs: court-based victim services advocates, outreach and notification programs, a victim assistance center, direct services to victims through community-based non-profit agencies, services for families of homicide victims, and crime victim compensation.

However, it is important to note that these services have not been specifically targeted nor given additional funding to provide assistance to victims of human trafficking.

Nonprofit Service Providers

- CT Coalition Against Domestic Violence (CCADV) – CCADV is a membership organization whose purpose is to work together to end domestic violence. The Coalition’s membership includes the 18 domestic violence shelter programs located throughout the state that provide safe accommodations for battered women and their children, as well as counseling and support services for victims. A list of CCADV member centers is attached as an appendix.
- CT Sexual Assault Crisis Services, Inc. (CONNSACS) – CONNSACS has 9 member centers throughout the state, each staffed by certified sexual assault crisis counselors. The services provided by these centers include a 24-hour hotline, short-term counseling, and accompaniment and advocacy

through the medical, police and court systems. A list of CONNSACS member centers is attached as an appendix.

- **International Institute of CT** – The International Institute is a community-based non-sectarian, social service agency with three offices located across the state. Several services are provided to the foreign born population of the state including legal services, immigration and citizenship counseling, employment and vocational assistance, and a 24-hour Emergency Interpreter Service with translators for 40 languages.
- **Legal Services** – Greater Hartford Legal Services (GHLA), CT Legal Services (CLS), and New Haven Legal Assistance (NHLAA) are not-for-profit law firms that advocate on behalf of the poor who have civil legal problems. The Legal Services programs represent immigrants regardless of their status. They provide many services including safety planning for domestic violence victims, and assistance with employment, housing and access to health care. The Legal Services programs also represent immigrant survivors of domestic violence in self-petition cases. Currently, GHLA has a specific initiative to provide services to immigrants, and intends to develop a system for assisting clients with obtaining U Visas and T Visas.
- **Connecticut Immigrant and Refugee Coalition (CIRC)** – CIRC is a broad-based network of community agencies, religious groups, legal service providers and immigrant rights activists, committed to protecting the rights and welfare of refugee and immigrant communities in Connecticut. CIRC provides technical assistance to its members so that they may provide more effective services to immigrants and refugees.
- **Community-Based Groups** – Many cities and towns have non-profit or volunteer organizations that may not be members of CIRC but do provide information and services to immigrants, refugees and non-English speaking individuals in need.

Federal

- **U.S. Department of Health and Human Services (DHHS)** – Under the Trafficking Victims Protection Act of 2000 (TVPA), DHHS is designated to assist victims in becoming eligible to receive benefits and services that will allow them to remain in the U.S. and rebuild their lives. DHHS runs the Campaign to Rescue & Restore Victims of Human Trafficking. This campaign is aimed at identifying victims and training health care providers, social service providers, and law enforcement. DHHS also provides a toll-free hotline that connects victims to non-governmental organizations that can help victims locally.
- **T Visa** – The T Visa is available through DHHS to all trafficking victims under the age of 18 and adult trafficking victims who meet the criteria for “severe forms of human trafficking” as defined in the TVPA. Victims

must establish that they are victims of a “severe form of trafficking” through either an endorsement by a law enforcement agency or presentation of sufficient evidence. This requirement does not apply to minors who were induced to perform a commercial sex act. Victims must also comply with reasonable requests for assistance in the investigation or prosecution of acts of trafficking. Again, this requirement does not apply to minors. The T Visa allows the victim to remain in the U.S. for three years at which time they can apply for lawful permanent residence. This visa also gives them access to social services and medical care, as well as the ability to obtain employment authorization so that they may get a job and work towards becoming self-sufficient.

- **U Visa** – The U Visa is available to victims of crimes, including trafficking victims. A law enforcement official must certify that the victim “has been helpful, will be helpful or is likely to be helpful” in the investigation of criminal activity. Local, state or federal law enforcement authorities can provide the certification. This visa also gives victims the right to remain and work in the United States for three years after which they can apply for lawful permanent residence.
- **Department of Justice** – The U.S. Department of Justice has grants to provide assistance to law enforcement and community organizations to assist pre-certified trafficking victims with technical immigration services, language assistance, and housing and employment services. The Department of Public Safety (DPS) worked closely with the U.S. Attorney’s Office for the District of Connecticut to secure a federal grant in the amount of \$448,983.00 over three years provided by the U.S. Department of Justice to be used for investigative purposes and training. Both DPS and the U.S. Attorney’s Office also worked with the International Institute of Connecticut and the Connecticut Coalition Against Domestic Violence to apply for another grant in the amount of approximately \$500,000.00 over three years offered by the U.S. Department of Justice for victim assistance.
- **Office on Violence Against Women (OVW)** – OVW is a federal program that sponsors grant programs to state, tribal and local governments, as well as community organizations working to end violence against women. However, funding from this program is limited.
- **Office for Victims of Crime (OVC)** – OVC is a federal program that assists victims between the time at which they are encountered by law enforcement and the time at which they are “certified” by DHHS to receive federal benefits. This is known as the “pre-certification” period. Services available include shelter, medical care, crisis counseling, legal assistance and advocacy. OVC also sponsors a toll-free hotline specifically for reporting cases of suspected human trafficking.

Summary of Presentations

Krishna R. Patel, Assistant U.S. Attorney, District of Connecticut; October 14, 2004

Assistant U.S. Attorney Patel discussed the new Connecticut Smuggling and Trafficking of Person's Investigative Task Force (CT STOP IT), which is convened by the U.S. Attorney's Office for the District of Connecticut. She emphasized the importance of a joint effort between state, local and federal law enforcement as well as social service providers in dealing with human trafficking. Assistant U.S. Attorney Patel discussed the federal Trafficking Victims Protection Act of 2000 (TVPA) and the T Visa, which allows undocumented immigrants who are victims of severe forms of trafficking and who would suffer extreme hardship if returned to their home country to remain in the U.S. contingent upon their cooperation with authorities during the investigation and prosecution of the trafficker.

Leslie R. Wolfe, Ph.D., President, Center for Women Policy Studies; November 18, 2004

Dr. Leslie R. Wolfe, President of the Center for Women Policy Studies, gave three recommendations for states to assist victims of trafficking:

1. Human trafficking needs to be made a state felony offense, allowing prosecution of traffickers with appropriate sanctions.
2. States should form a permanent legislative task force to study human trafficking.
3. States should regulate international matchmaking agencies and travel agencies involved in sex tourism, which sometimes have links to human trafficking.

Dr. Wolfe also cited the need for states to help congress increase funding for trafficking victims. New federal and state funds should be made available to women's organizations that already possess the skills and expertise to help victims of trafficking.

Toshiyuki Niwa, Deputy Executive Director, UNICEF; December 16, 2004

Mr. Niwa discussed the trafficking of children, who are particularly vulnerable in areas of poverty and conflict. By definition, children do not have to be coerced into labor; they only have to be moved and exploited to be victims of trafficking. Children are trafficked into prostitution, onto farms, into sweatshops, forced or bonded labor, and domestic servitude. They are recruited as soldiers and sex slaves. Mr. Niwa emphasized that we need to address the demand side of human trafficking as well the supply side.

Ms. Shifman explained the “protective environment” framework to prevent the trafficking of children. In order to protect children from exploitation, violence and abuse, she suggested that there is a need to develop victim-centered legislation and enforcement. The attitudes, customs and behaviors that perpetuate trafficking need to be addressed. We must raise awareness among children, enhance their life skills and inform them of their rights. We must also involve them in training programs for service providers who may encounter victims. We should provide victims with services for recovery and reintegration to eliminate dependency and protect them from re-victimization by the trafficker. Above all, there needs to be governmental support to combat trafficking.

Christina Moore, Psy.D., Clinical Psychologist; April 21, 2005

Dr. Moore has been involved with several anti-trafficking projects. For example, while aiding tsunami victims in Sri Lanka, Dr. Moore came across services put into place to protect children from trafficking in the region during a natural disaster and time of great displacement. She said some of the keys to successful programs were: a close-knit community, public awareness campaigns, safe places for children to go in the community such as schools, and governmental involvement.

Jane Rudd, Ph.D., LCSW; February 17, 2005 & April 21, 2005

Dr. Rudd, former Professor at Saint Joseph College, has evaluated human trafficking programs both nationally and internationally. She contends that, although federal law requires victims to participate in the prosecution of the trafficker, significant services are available through the federal government to assist them. While these services are available for victims not willing to participate in the prosecution of the trafficker, funding for these victims is scarce. Dr. Rudd explained that the major problems in detecting and prosecuting human trafficking are the identification of victims and difficulties faced in convincing those victims to come forward.

Research by Dr. Rudd has demonstrated that the most prevalent form of human trafficking, labor trafficking, attracts the least amount of attention. The most typical victim of labor trafficking is a domestic worker brought to the U.S. by the family of a diplomat or other high status person. Victims of sex trafficking are the group that garners the most media attention, but are the most difficult for anti-trafficking programs to reach. These women are often arrested for prostitution and, if not bailed out by their trafficker, are held in detention centers to await deportation. They are typically too afraid of the traffickers to reveal that they are victims.

Appendices

A:

Special Act 04-8, An Act Establishing an
Interagency Task Force on Trafficking in
Persons

B:

Proposed Statute: An Act Implementing the Recommendations of the
Interagency Task Force on Trafficking in Persons

C:

Proposed Statute: An Act to Continue the Interagency Task Force on
Trafficking in Persons

D:

List of Domestic Violence Shelter Programs in
Connecticut

E:

List of Sexual Assault Crisis Services in
Connecticut

F:

What Other States Are Doing



Substitute House Bill No. 5358

Special Act No. 04-8

***AN ACT ESTABLISHING AN INTERAGENCY TASK FORCE ON
TRAFFICKING IN PERSONS.***

Be it enacted by the Senate and House of Representatives in General Assembly convened:

Section 1. (*Effective October 1, 2004*) (a) There is established an interagency task force on trafficking in persons. For the purposes of this section, "trafficking" means all acts involved in the recruitment, abduction, transport, harboring, transfer, sale or receipt of persons, within national or across international borders, through force, coercion, fraud or deception, to place persons in situations of slavery or slavery-like conditions, forced labor or services, such as forced prostitution or sexual services, domestic servitude, bonded sweatshop labor or other debt bondage.

(b) The task force shall consist of the following members or their designees:

- (1) The Attorney General;
- (2) The Chief State's Attorney;
- (3) The Chief Public Defender;
- (4) The Commissioner of Public Safety;
- (5) The Labor Commissioner;
- (6) The Commissioner of Social Services;
- (7) The Commissioner of Public Health;
- (8) The Commissioner of Children and Families;

(9) The Child Advocate;

(10) The chairpersons and ranking members of the joint standing committee of the General Assembly on the judiciary;

(11) The chairperson of the Commission on Children;

(12) The chairperson of the Permanent Commission on the Status of Women;

(13) The chairperson of the Latino and Puerto Rican Affairs Commission;

(14) The chairperson of the African-American Affairs Commission;

(15) A municipal police chief appointed by the Connecticut Police Chiefs Association; and

(16) Seven public members appointed as follows: The Governor shall appoint one member who shall represent Connecticut Sexual Assault Crisis Services, Inc. ; the president pro tempore of the Senate shall appoint one member who shall represent an organization that provides civil legal services to low-income individuals; the speaker of the House of Representatives shall appoint one member who shall represent the Connecticut Coalition Against Domestic Violence; the majority leader of the Senate shall appoint one member who shall represent an organization that deals with behavioral health needs of women and children; the majority leader of the House of Representatives shall appoint one member who shall represent an organization that advocates on social justice and human rights issues; the minority leader of the Senate shall appoint one member who shall represent the Connecticut Immigrant and Refugee Coalition; and the minority leader of the House of Representatives shall appoint one member who shall represent the Asian-American community.

(c) The chairperson of the Permanent Commission on the Status of Women or the chairperson's designee shall schedule the first meeting of the task force, which shall be held not later than sixty days after the effective date of this section. The task force shall select a chairperson from among its membership. The Permanent Commission on the Status of Women shall provide any necessary support staff or services for the task force.

(d) The task force shall:

(1) Collect and organize data on the nature and extent of trafficking in persons in the state;

(2) Investigate collaborative models for protecting victims of trafficking;

(3) Measure and evaluate the progress of the state in (A) preventing trafficking, (B) protecting and providing assistance to victims of trafficking, and (C) prosecuting persons engaged in trafficking;

(4) Identify available federal, state and local programs that provide services to victims of trafficking that include, but are not limited to, health care, human services, housing, education, legal assistance, job training or preparation, interpreting services, English as a second language classes, voluntary repatriation and victim's compensation;

(5) Evaluate approaches to increase public awareness of trafficking;

(6) Analyze existing state criminal statutes for their adequacy in addressing trafficking and, if such analysis determines that those statutes are inadequate, recommend revisions to those statutes or the enactment of new statutes that specifically define and address trafficking; and

(7) Consult with governmental and nongovernmental organizations in developing recommendations to strengthen state and local efforts to prevent trafficking, protect and assist victims of trafficking and prosecute traffickers.

(e) All state and local agencies shall cooperate with the task force and provide such data and other information as the task force may require in carrying out its duties under this section.

(f) The task force shall report its findings and recommendations to the General Assembly in accordance with section 11-4a of the general statutes not later than January 1, 2006.

Approved May 21, 2004

TITLE: An Act Implementing the Recommendations of the Interagency Task Force on Trafficking in Persons.

SUMMARY: This legislation will:

1. Establish a specific crime of trafficking in persons, make such crime one of the predicate offenses under the Corrupt Organizations and Racketeering Act (CORA);
2. Create enhanced penalties under the labor statutes for labor law violations that involve trafficking;
3. Create a civil right of action by the trafficking victim against the person guilty of trafficking;
4. Create an affirmative defense for the victim of forced prostitution to the crime of prostitution;
5. Include trafficking training for state and local police departments and community organizations.

EXPLANATION:

Section 1.

Trafficking is defined in federal law and the model state law as “recruitment, transportation, transfer, harboring, enticement, provision, obtaining or receipt of a person” for the purposes of forced labor or prostitution. The federal law and model state law then define sex trafficking and labor trafficking.

State law already prohibits forced labor and prostitution. There is already a “conspiracy” to commit a crime which is similar to an aiding and abetting a crime. There is also a crime of coercion.

This draft creates a specific ‘trafficking’ crime to coerce a person into committing prostitution or into forced labor. The antecedent acts of recruitment, transportation, harboring, etc. would then be prosecutable under conspiracy to commit trafficking. See, CGS section 53a-48.

The draft defines coercion as this crime is defined in CGS section 53a-192.

The penalty for committing trafficking is a class B felony which is the same punishment as forcing a person to commit prostitution. CGS section 53a-86. There is not any statute on forced labor, per se, but rather it a violation of law, with civil and criminal penalties, for improperly paying wages to an individual.

Section 2.

Section 2 adds the crime of trafficking to the list of predicate offenses under the Corrupt Organizations and Racketeering Act (CORA). This designation allows for the state to seize assets relating to the crime, among other enhanced penalties and investigatory authority.

Section 3.

Section 3 establishes a civil right of action for the Commissioner of Labor against an employer who knowingly employs a victim of trafficking as part of the trafficking scheme. This employer would also face criminal sanctions under the criminal trafficking statute as establishing in section 1. The Commissioner could seek civil penalties of up to \$10,000 per violation and other equitable and injunctive relief.

Section 4.

Section 4 establishes a private right of action on the part of the victim of the trafficking to sue any person involved in the trafficking to recover actual damages or statutory damages of up to \$1,000 per day and reasonable attorney's fees. Restitution is already a remedy that the court can order upon conviction of a crime. See, Conn. Gen. Stat. § 53a-28, 53a-28a.

Section 5.

Section 5 establishes an affirmative defense to the crime of prostitution that the person was a victim of trafficking and was coerced into engaging in the criminal act.

Section 6.

Section 6 requires PCSW and POST-C to develop a training program for police and for community organizations. The section also requires an unspecified sum for these state agencies to conduct such training.

TEXT:

Sec. 1. (NEW) (*Effective October 1, 2006*) (a) A person is guilty of trafficking when he coerces another person to (1) engage in a violation of section 53a-82 or (2) work.

(b) As used in subsection (a), "coerces" means compels or induces another person to engage in conduct which such other person has a legal right to abstain from engaging in, or to abstain from engaging conduct which such other person has a legal right to engage, by means of instilling in such other person a fear that, if the demand is not complied with, the actor or another will: (1) Commit any criminal offense; or (2) accuse any person of a criminal offense; or (3) expose any

secret tending to subject any person to hatred, contempt or ridicule, or to impair any person's credit or business repute; or (4) take or withhold action as an official, or cause an official to take or withhold action. It shall be an affirmative defense to prosecution based on subdivision (2), (3) or (4) of this subsection that the actor believed the accusation or secret to be true or the proposed official action justified and that his purpose was limited to compelling the other person to behave in a way reasonably related to the circumstances which were the subject of the accusation, exposure or proposed official action, as by desisting from further misbehavior or making good a wrong done.

(c) Trafficking is a class B felony.

Sec. 2. (*Effective October 1, 2006*) Subsection (a) of section 53-394 of the general statutes is amended by adding a new subdivision (19) as follows:

(a) "Racketeering activity" means to commit, to attempt to commit, to conspire to commit, or to intentionally aid, solicit, coerce or intimidate another person to commit any crime which, at the time of its commission, was a felony chargeable by indictment or information under the following provisions of the general statutes then applicable: (1) Sections 53-278a to 53-278f, inclusive, relating to gambling activity; (2) chapter 949a, relating to extortionate credit transactions; (3) chapter 952, part IV, relating to homicide; (4) chapter 952, part V, relating to assault, except assault with a motor vehicle as defined in section 53a-60d; (5) sections 53a-85 to 53a-88, inclusive, relating to prostitution; (6) chapter 952, part VII, relating to kidnapping; (7) chapter 952, part VIII, relating to burglary, arson and related offenses; (8) chapter 952, part IX, relating to larceny, robbery and related offenses; (9) chapter 952, part X, relating to forgery and related offenses; (10) chapter 952, part XI, relating to bribery and related offenses; (11) chapter 952, part XX, relating to obscenity and related offenses; (12) chapter 952, part XIX, relating to coercion; (13) sections 53-202, 53-206, 53a-211 and 53a-212, relating to weapons and firearms; (14) section 53-80a, relating to the manufacture of bombs; (15) sections 36b-2 to 36b-33, inclusive, relating to securities; (16) sections 21a-277, 21a-278 and 21a-279, relating to drugs; (17) section 22a-131a, relating to hazardous waste; [or] (18) chapter 952, part XXIII, relating to money laundering; or (19) section 1 of this act.

Sec. 3. (NEW) (*Effective October 1, 2006*) (a) No employer shall employ any person knowing that such employment is part of a trafficking scheme in a violation of section 1 of this act.

(b) The Attorney General, upon request of the Labor Commissioner, may bring an action in the superior court to recover civil penalties of up to ten thousand dollars per violation of subsection (a) and such injunctive and other equitable relief as the court in its discretion may order.

Sec. 4. (NEW) (*Effective October 1, 2006*) Any person, who has been coerced by another person in a violation of section 1 of this act, may bring a civil action in

the superior court where the person bringing the action resides or the superior court of the judicial district of Hartford against such person or any other person engaged in the conspiracy to violate section 1 of this act to recover actual damages, statutory damages of not more than one thousand dollars for each day such person was coerced by another person and reasonable attorneys fees.

Sec. 5. (NEW) (*Effective October 1, 2006*) It shall be an affirmative defense to prosecution based on section 53a-82 of the general statutes that the actor was a person who was coerced by another person in violation of section 1 of this act.

Sec. 6. (NEW) (*Effective October 1, 2006*) (a) The Permanent Commission on the Status of Women, in conjunction with the Police Officers Standards and Training Council, shall develop a training program on trafficking and make such training available, upon request, to state and local police and community organizations.

(b) The sum of _____ dollars is appropriated to the Permanent Commission on the Status of Women and the sum of _____ dollars is appropriated to the Police Officers Standards and Training Council for the purposes of implementing the provisions of subsection (a) of this section.

(c) The sum of _____ dollars is appropriated to a contingency fund for the purpose of providing services for victims of trafficking that require emergency, high security protection. Such funds shall be administered by The Office of Victim Services who shall work with existing community providers.

TITLE: An Act To Continue The Interagency Task Force On Trafficking In Persons.

Be it enacted by the Senate and House of Representatives in General Assembly convened:

Section 1. (NEW) (Effective upon passage) (a) The interagency task force on trafficking, which was established in Special Act No. 04-8 shall be extended through January 1, 2007.

(b) In addition to the existing membership, the task force shall consist of three representatives of the Judicial Branch, appointed by the Chief Court Administrator. One of whom shall be a representative of the Office of Victim Services, and one of whom shall be a representative of the Court Support Services Division.

(c) The task force shall:

- (1) Investigate collaborative models for protecting victims of trafficking;
- (2) Address access to rights, benefits, and services for victims of trafficking that include, but are not limited to:
 - a. Medical and related professional services;
 - b. Legal services and protections;
 - c. Safe housing and shelter;
 - d. Voluntary repatriation; and
 - e. Victim's compensation; and
 - f. Protections while in custody.
- (3) Identify criteria for providing victim services;
- (4) Implement and evaluate approaches to increase public awareness of trafficking;

(d) The task force shall report its findings and recommendations to the General Assembly in accordance with section 11-4a of the general statutes not later than January 1, 2007.

Appendix D: List of Domestic Violence Shelter Programs in Connecticut

Connecticut Coalition Against Domestic Violence, Inc. (CCADV)
 90 Pitkin Street, East Hartford, CT 06108
 Office: (860) 282-7899, Fax: (860) 282-7892
24 Hour Hotline Number 1-888-774-2900

Ansonia	Enfield
The Umbrella 435 East Main Street Ansonia, CT 06401 HOTLINE: (203) 736-9944 Office: (203) 736-2601 Fax: (203) 736-2910	Network Against Domestic Abuse 139 Hazard Avenue, Bldg. #3-9 Enfield, CT 06082-4583 HOTLINE: (860) 763-4542 Office: (860) 763-7430 Fax: (860) 763-7436
Bridgeport	Greenwich
The Center for Women & Families of Eastern Fairfield County Inc. 753 Fairfield Avenue Bridgeport, CT 06604 HOTLINE: (203) 384-9559 Office: (203) 334-6154 Fax: (203) 579-8882	Domestic Abuse Service Greenwich YWCA 259 E. Putnam Avenue Greenwich, CT 06830 HOTLINE: (203) 622-0003 Office: (203) 869-6501 x171 Fax: (203) 618-9464
Danbury	Hartford
Women's Center of Gtr Danbury 2 West Street Danbury, CT 06810 HOTLINE: (203) 731-5206 Office: (203) 731-5200 Fax: (203) 731-5207	Interval House P.O. Box 340207 Hartford, CT 06134-0207 HOTLINE: (860) 527-0550 Office: (860) 246-9149 Fax: (860) 247-2042
Dayville	Meriden
Domestic Violence Program United Services P.O. Box 839 Dayville, CT 06241 HOTLINE: (860) 774-8648 Office: (860) 774-7243 Fax: (860) 779-1694	Meriden-Wallingford Chrysalis 5 Colony Street, Suite 302 Meriden, CT 06451 HOTLINE: (203) 238-1501 Office: (203) 630-1638 Fax: (203) 237-1097
Middletown	Sharon
New Horizons P.O. Box 1036 Middletown, CT 06457-1036 HOTLINE: (860) 347-3044 Office: (860) 344-9599 Fax: (860) 347-6659	Women's Support Services 158 Gay Street P.O. Box 341 Sharon, CT 06069 HOTLINE: (860) 364-1900 Office: (860) 364-1080 Fax: (860) 364-5767

New Britain	Stamford
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Current Legislative Action in New England States

- **Massachusetts** - A bill was introduced to establish a commission to study the issue of trafficking of persons and involuntary servitude. (SB 103)
- **New York** –Two bills were introduced to establish crimes and penalties relating to human trafficking, specifically the crimes of involuntary servitude in the first degree; involuntary servitude in the second degree, sexual servitude of a minor, and trafficking of persons for forced labor or services. The bills would also establish restitution to victims of such crimes, and; direct the attorney general and the commissioner of human rights to issue reports within one year on the issue of how adequate state laws are in responding to the victims of human trafficking crimes (A01898 and A07588). A third bill was introduced to provide for various services to victims of human trafficking, including social services, shelter programs, crime victim compensation funds, assistance in securing immigration status and federal benefits, and to make an appropriation for such services (A09038).

Passed Legislation

The following measures were passed in 2005:

- **Arizona** – Establishes criminal penalties for human trafficking and human smuggling, and provides restitution for victims of trafficking. Ariz. Rev. Stat. §§ 13-604.01, 13-1306, 13-1307, 13-1308, 13-1309, 13-2319 (SB 1372)
- **Idaho** – Authorizes an interim committee to study human trafficking. House Concurrent Resolution No. 18
- **Illinois** – Criminalizes involuntary servitude and human trafficking, and ensures that victims are referred to appropriate state and federal services. Public Act 94-0009 (HB 1469)
- **Kansas** – Criminalizes human trafficking and aggravated human trafficking (includes sexual assault, trafficking of a minor, or death of the victim). K.S.A. 2004 Supp 21-3707, Section 2 (SB 72)
- **Louisiana** – Establishes criminal penalties for human trafficking including imprisonment and fines. Act 187 (HB 56)
- **New Jersey** – Establishes a crime of human trafficking; adds to racketeering; authorizes victim compensation and services. P.L. 2005, c. 77 (A 2730)

- **Washington** – Creates a working group to develop written protocols for service delivery to victims of trafficking and interagency coordination. Chapter 7.68 RCW (SB 5127)

The following measures were passed between 2000-2004:

- **Florida, Missouri, Texas & Washington** – All have criminalization statutes
- **Washington** – Created a state Task Force on human trafficking
- **Idaho** – Created a fact finding and education committee